

Transport Development Services Consultation Response

PROPOSAL: Outline planning application for demolition of existing dwellings and development of phased, mixed use scheme comprising residential development (up to 1,354 dwellings), employment development (up to 35 hectares of B1(part a and c), B2, B8 uses), residential institution (C2) development (up to 1 hectare), a local centre (comprising A1/A2/A3/A4/A5/D1/D2 uses), a 2 form entry primary school including early years provision, green space, access and other associated infrastructure

AND

Outline application for residential development (Use Class C3) of up to 181 dwellings, engineering and site works, demolition of existing property, landscaping, drainage and other associated infrastructure

LOCATION: Land east of, Leeds Road, Chidswell, Shaw Cross, Dewsbury AND Land south of, Heybeck Lane, Chidswell, Shaw Cross, Dewsbury

APPLICANT: C C Projects

PLANNING OFFICER: Victoria Hinchliff-Walker

PLANNING REF: 2020/60/92331/E and 2020/60/92350/E

TDS REF: 00207

DATE: 06/10/2020

COMMENTS: There are two outline applications before Kirklees Council for determination. Planning application 2020/92350 seeks permission for residential development of up to 181 dwellings with access the only matter for consideration. This site is referred to as Site A 'Land at Heybeck Lane.' Planning application 2020/92331 seeks permission for a mixed development comprising 1354 dwellings, B1/B2/B8 uses, a local centre, primary school with access the only matter for consideration. This is referred to as Site B 'Land to the East of Leeds Road.'

The highways comments below relate to evaluation of the combined impact of the proposed developments on the local highway network within the Transport Assessment (TA) submitted with the applications. The total development comprises:-

- 1,535 Residential Units (C3);
- 35 Hectares of Employment Land (circa 122,500m²);
- Local Centre / Community Hub; and
- Primary School.

REFERENCE TO PLANS: Transport Assessment dated 14/08/2020

RECOMMENDATION: Highways cannot support the development proposals due to lack of complete assessment of the impact of development in terms of:

- Required junctions within the Leeds district that are not included in the study area and hence lack of traffic count data and development impact assessment at those junctions;
- Revisions required to the trip generation and committed development;
- Trip distribution and assignment; and

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- Measures to mitigate the impact of the development.

These issues must be addressed satisfactorily in order for Highways to be able to support the proposed development

POLICY: GP5; EN8, T2 (Core Strategy); Street Design Guide SPD, Parking SPD

RED LINE BOUNDARY / HIGHWAY BOUNDARY / RETAINING WALLS / ADOPTION ISSUES: N/A

ACCESSIBILITY: The TA indicates the site can be accessed by alternative modes including walking, cycling, and public transport.

Improvements may be required on cycling routes within the Leeds district that would likely be used to access facilities.

In terms, of public transport the TA notes the site is currently well served by public transport. However, the frequency of existing services is generally 60 minutes including service 117 to Leeds and Wakefield and service 212 to Wakefield at Heybeck Lane. Service 202 and 203 offer a daytime frequency of 30 minute to Leeds at A653 Leeds Road. As noted in the TA there is an opportunity to enhance existing services. The site layout has been designed to allow for a bus route to divert through the site. The developer proposes to engage with bus operators to establish feasibility of enhancing bus services. Therefore, further information is required to confirm the proposals for bus service improvements.

VEHICULAR ACCESS: There are multiple access points serving the proposed developments. Appendix G provides the Site Access Arrangements namely: - two signal controlled junctions on to A653 Leeds Road; a priority junction on to Chidswell Lane; a priority junction including a right-turn lane on to Heybeck Lane and in addition, a four arm roundabout at Owl Lane is proposed. Kirklees Council agreed the arrangements subject to detailed design and appropriate road safety audits.

INTERNAL LAYOUT / SERVICING / BINS: N/A

PARKING: N/A

TRANSPORT ASSESSMENT AND TRAVEL PLAN: A TA and Framework Travel Plan have been submitted with the planning application for both Site A and Site B.

The TA assesses the combined impacts of both Site A and Site B as a whole and also the impacts of Site A only and provides a summary of the impacts of Site A and Site B separately.

Highways has previously provided comments on a TA scoping report in July 2019 when it was noted that TRICS data to enable a review of the dataset and input parameters was not provided. Therefore, trip rates were not agreed at the time. In addition, whilst it was agreed that the methodology for determining trip distribution and assignment was acceptable, the actual trip distribution and assignment was not provided and so could not be agreed. The lack of information on actual distribution and route assignment meant it was not possible to ascertain the study area as regards the Leeds district. Additional traffic surveys to reflect the wider study area in the Leeds district and subsequent junction assessment were requested.

The comments below relate to the following pending items as identified by the review of the now submitted TA:-

- Trip rates and Modal Split;
- Committed developments;

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- Traffic distribution and assignment;
- Extent of the study area to include key junctions in the Leeds district; and
- Mitigation measures and cumulative impact at key junctions.

Trip rates and Modal Split

The TA indicates the below indicative land use mix for the employment element of the proposed development site B. The B1a use is indicated to be the maximum that would be developed on site.

Land Use	Size m ²
B1a	18,375
B1c	12250
B2	30,625
B8	61,250
TOTAL	122,500

The TA in Table 5.1 reproduced below indicates the trip rates that have been used to estimate the trip generation associated with the proposed developments.

Land Use	Time Period	Arrivals	Departures	Total Two-Way
Residential Dwellings (Private) (C3 Use Class) (trips per dwelling)	08:00 – 09:00	0.233	0.818	1.051
	17:00 – 18:00	0.605	0.390	0.995
	Daily (07:00-19:00)	4.185	4.445	8.630
Residential Dwellings (Affordable) (C3 Use Class) (trips per dwelling)	08:00 – 09:00	0.211	0.669	0.880
	17:00 – 18:00	0.477	0.373	0.850
	Daily (07:00-19:00)	3.472	3.607	7.079
Business (Office) (B1(a) Use Class) (trips per 100m ² GFA)	08:00 – 09:00	1.970	0.268	2.238
	17:00 – 18:00	0.218	1.627	1.845
	Daily (07:00-19:00)	7.148	7.022	14.170
Business (Light Industry) (B1(c) Use Class) and General Industry (B2 Use Class) (trips per 100m ² GFA)	08:00 – 09:00	0.747	0.263	1.010
	17:00 – 18:00	0.321	0.869	1.190
	Daily (07:00-19:00)	4.855	4.735	9.590
Storage or Distribution (B8 Use Class) (trips per 100m ² GFA)	08:00 – 09:00	0.483	0.085	0.568
	17:00 – 18:00	0.022	0.389	0.411
	Daily (07:00-19:00)	2.463	2.632	5.095

It should be noted that the network within the Leeds district has been identified to have an earlier peak than the traditional network peak periods. Therefore, a review of the updated traffic surveys should identify the peak periods and revised trip rates obtained for the time periods.

Highways has interrogated the industry standard TRICS database version 7.7.2 to obtain person trip rates that would then be used to estimate the trip generation from the proposed development. The residential trip rates are acceptable for the stated time periods.

Whilst the trip rates for the B1a, B1c, and B2 obtained are slightly higher than presented in the TA in Table 5.1 the difference results in a slight increase in the number of trips but this is not significant. As such the B1a, B1c, and B2 trip rates are acceptable for the stated time periods.

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In addition the B8 trip rates obtained by highways are similar to those presented in the TA in Table 5.1. These trip rates are therefore acceptable for the specified time period. That said in planning terms B8 Storage and Distribution land use can include parcel distribution. The indicative layout shows that some smaller commercial units could be fitted and as such for robustness a portion of the B8 land use should be assessed as parcel distribution use as these tend to have higher trip rates than the B8 storage and distribution use. The applicant should therefore assume a percentage of parcel distribution within the B8 land use and revise the trip generation accordingly. It should also be noted that there is a seasonal variation to be considered where there is a peak in site operation as Christmas approaches.

Modal Split

The 2011 Census journey to work data has then been obtained to determine the mode share and therefore estimate the vehicle traffic generation for the site associated with the various travel modes.

Highways considers the residential journey to work modal split based on the journey to work 2011 Census data for the Kirklees 014 MSOA to be acceptable. In addition, that for the employment based on the Census data for the Kirklees 014 MSOA is considered acceptable.

Committed Development

As indicated the following committed development that has not been included within the TA assessment should be included. Highways does not accept that the study area should only extend to M62 Junction 28, which appears to be the reason these committed developments were omitted. The remaining committed developments that need to be assessed include:-

- 06/04892/FU: Capitol Park West (Land north of Capitol Boulevard, Morley): Residual part of site; 2,260sqm B1 offices.
- 2/01332/OT: Land at Bruntcliffe Road, Morley: 173 residential units.
- 12/02470/OT: Unbuilt development that was permitted under the following outline approval: Land at Gelderd Road / Asquith Avenue and Nepshaw Lane, Gildersome.
- 13/01640/OT and 15/00363/OT: Extensions to White Rose Shopping Centre.
- 14/01886/RM: Land to the rear of Owler's Farm, Wide Lane, Tingley: 114 residential units.
- 15/04256/FU: Garden Centre on A654 Thorpe Lane.
- 15/05356/FU: 4,884sqm Parcel distribution depot with ancillary areas and office accommodation.
- 16/00865/FU: Albert Road, Morley: 62 residential units.
- 16/03861/FU: Land to the west of Towcester Avenue, Middleton: 93 residential units.
- 16/04733/RM: Land at Low Moor Farm, Albert Drive, Morley: 200 residential units.
- 16/06109/FU: Land at Bruntcliffe Road, Morley: 210 residential units.
- 17/08262/OT: Land off Haigh Moor Road and Westerton Road.

Trip distribution and Assignment

Appendix E does not provide complete information on the identified routes to be taken by the development traffic. Highways cannot therefore determine whether the distribution and assignment of trips is acceptable. The applicant should provide the actual routes within the Leeds district that would be impacted can be identified and subsequently the study area ascertained.

Extension of the study area to include key junctions within Leeds boundary

The TA notes that an extension to the number of local junctions to be studied was agreed at the request of LCC. However, the TA does not include all 10 junctions that were requested during scoping. It is proposed to include within the study area the following junctions within the Leeds district:-

- A653 Dewsbury Road/Hesketh Lane/ Lowry Road/Dewsbury Road/Turnberry Gardens signal junction;

- A653 Dewsbury Road/A6029 Rein Road/Syke Road junction;
- M62 Junction 28; and
- A653 Dewsbury Road/Topcliffe Lane signalised junction (only through providing input to Capitol Park assessment work).

The TA indicates that no further junctions north of M62 Junction 28 along the A653 Dewsbury Road corridor and none west and east of the M62 Junction 28 along the A650 corridor would be considered due to anticipation for negligible impact. This is not acceptable.

The following additional junctions must be included within the study and subsequently assessed:-

- A653 Dewsbury Road / Topcliffe Lane / Tingley Depot Access signal-controlled junction
- A653 Dewsbury Road / Wide Lane roundabout
- A653 Dewsbury Road / White Rose Shopping Centre roundabout
- A653 Millshaw Road / A6110 Ring Road / Ring Road / Millshaw Park roundabout.
- A650 Bradford Road / A654 Thorpe Lane signal-controlled junction
- A650 Bradford Road / Capitol Boulevard signal-controlled junction
- A650 Tingley Common / Topcliffe Lane
- A650 Tingley Common / Rein Road / Shire Road / Bridge Street signal controlled gyratory
- A6110 Ring Road / A643 Elland Road / Manor Mill Lane roundabout.
- A650 Tingley Common / A650 Bruntcliffe Road / B6123 Fountain Street / B6123 Scotchman Lane staggered signal-controlled crossroads.

It is indicated that an addendum to the TA will contain additional traffic surveys and junction modelling for junctions added to the study area. The above junctions should therefore be included within the addendum.

Highway Impact Assessment

Additional junctions are required to be assessed within the study area as indicated above. This will require additional traffic survey data and modelling. In addition, the distribution of traffic on the network cannot be reviewed due to un-identifiable information provided within the spreadsheet submitted in Appendix E. Lastly, the revised B8 use mix to include parcel distribution is likely to result in changes in the trip generation.

On the above basis highways is unable to complete review of the impact assessment within the TA at this time.

It is noted that an addendum to the TA will provide additional surveys and modelling for junction to be added to the study area, including providing up to date surveys at M62 Junction 28 and the revised modelling of the junction.

Assessment years and Growth factors

Kirklees SATURN model derived growth rates will be the basis for estimating the future year base flows. Highways will provide further comments on future assessment scenarios when these have been received from the Transport Planning team.

Mitigation Measures and cumulative impact

The required mitigation measures cannot be confirmed until the development impact assessment is completed and agreed.

However, it should be noted that in relation to M62 Junction 28 LCC IS seeking collaborative working on cross boundary issues especially in terms of determining a deliverable improvement scheme to mitigate the impact of proposed development at the junction.

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OFF SITE HIGHWAY WORKS: Offsite highway works will be required to mitigate the impact of the development.

Road Safety Audits in accordance with GG 119 will be required for any improvement scheme or site access arrangement before planning permission can be granted. The Audit Brief will need to be agreed by the Overseeing Organisation.

ROAD SAFETY: A review of the recorded accidents are required to cover the junctions within the Leeds district that have been identified to be included within the study area.

The appropriate road safety audit will be required for any improvement works within the highway. The RSA1 together with any designer's response must then be submitted by the applicant for consideration/approval by the Overseeing Organisation. Planning permission must should not be issued until the proposed works have been deemed to be acceptable and the Overseeing Organisation have confirmed that the RSA1 and any designer's response is acceptable.

WARD MEMBER HIGHWAY COMMENTS: At the time of writing this response Ward Members have raised the following highway concerns with the proposals that are noted:-

- the proposals will likely put pressure on Heybeck Lane and Batley Road in the West Ardsley particularly with traffic from the new Kirklees developments wanting to travel to Wakefield via Heybeck and Batley Lanes, and traffic rat-running via Heybeck Lane, Batley Lane, Haigh Moor Road and Westerton Road to avoid Tingley roundabout;
- a risk that the 117 bus service along Heybeck Lane will be viewed by many, at least in the 60/92350 development site, as the closest to get to Wakefield and Leeds but this again is an hourly service and not sustainable;
- potential impact on road traffic in Morley South, particularly on the A653 corridor but also on other routes such as the A6029 Rein Road and the A650 in both directions from the Tingley roundabout;
- the additional traffic movements will create more pollution and congestion to the detriment of Leeds residents and businesses, especially on the A653 which in Morley has residential housing adjacent to the road from the Kirklees boundary to the Tingley roundabout; and
- The current public transport service to the nearest town centre in Morley is restricted to an hourly bus service (route 205) which is insufficient to meet possible increased demand and cannot be classed as sustainable.

The above have been addressed in the highway comments through request for amendments to the study area to ensure the impact of the development is evaluated at key junctions within the Leeds district including junctions along A653 and A650; and confirmation from the developer is required regarding bus service improvements and cumulative impact contribution.

PLANNING CONDITIONS / S106: N/A

CUMULATIVE IMPACT ASSESSMENT: The Kirklees local Plan identifies the need for additional mitigation on the wider network in order to accommodate the proposed development. As indicated during scoping cumulative impact contribution are likely to be required at other LCC junctions, in addition to M62 Junction 28. However, the value can only be estimated following assessment of the junctions. Therefore, a revised study area is required and impact assessment of the additional junctions is required.

CONCLUSION: See Recommendation box.

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